

91ST CONGRESS } HOUSE OF REPRESENTATIVES } REPORT  
2d Session } No. 91-1115

DEPARTMENT OF TRANSPORTATION AND RELATED  
AGENCIES APPROPRIATION BILL, 1971

MAY 21, 1970.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

MR. BOLAND, from the Committee on Appropriations,  
submitted the following

REPORT

together with

SEPARATE VIEWS

[To accompany H.R. 17755]

The Committee on Appropriations submits the following report in  
explanation of the accompanying bill making appropriations for the  
Department of Transportation and related agencies for the fiscal year  
ending June 30, 1971.

The budget estimates upon which action is taken in the accompany-  
ing bill are carried on pages 717 through 766, 870 through 872, and  
922 through 925 of the Appendix to the Budget for 1971, as amended  
in House Document No. 91-333.

The following table summarizes the amounts recommended in the  
bill in comparison with the budget estimates and amounts provided  
for fiscal year 1970.

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BPS		
KKA		
HCC	3 June	
RLF	3 JUNE	
JEH	2 June 70	
RLH		
WAK	4 June	
FHW	10 June	
SEC	4 June	

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY ESTIMATES AND AMOUNTS  
RECOMMENDED IN THE BILL**

Item  (1)	New budget (obligational) authority, fiscal year 1970 (enacted to date)  (2)	Budget estimates of new (obligational) authority, fiscal year 1971  (3)	New budget (obligational) authority recommended in the bill  (4)	Bill compared with—	
				New budget (obligational) authority, fiscal year 1970 (enacted to date)  (5)	Budget estimates of new (obligational) authority, fiscal year 1971  (6)
<b>TITLE I—DEPARTMENT OF TRANSPORTATION</b>					
Office of the Secretary-----	\$112, 120, 000	\$337, 320, 000	\$326, 540, 000	+ \$214, 420, 000	— \$10, 780, 000
Coast Guard-----	552, 718, 630	625, 132, 937	614, 892, 937	+ 62, 174, 307	— 10, 240, 000
Federal Aviation Administration-----	1, 093, 550, 000	1, 182, 985, 000	1, 173, 385, 000	+ 79, 835, 000	— 9, 600, 000
Federal Highway Administration-----	9, 050, 000	5, 443, 000	4, 443, 000	— 4, 607, 000	— 1, 000, 000
National Highway Safety Bureau-----	29, 550, 000	53, 075, 000	40, 435, 000	+ 10, 885, 000	— 12, 640, 000
Federal Railroad Administration-----	16, 400, 000	7, 650, 000	6, 795, 000	— 9, 605, 000	— 855, 000
Urban Mass Transportation Administration-----	1 215, 500, 000	4, 000, 000	3, 200, 000	— 212, 300, 000	— 800, 000
Subtotal, Department of Transportation-----	2, 028, 888, 630	2, 215, 605, 937	2, 169, 690, 937	+ 140, 802, 307	— 45, 915, 000

<b>TITLE II—RELATED AGENCIES</b>					
National Transportation Safety Board-----	5, 050, 000	6, 120, 000	6, 000, 000	+950, 000	—120, 000
Civil Aeronautics Board-----	43, 700, 000	38, 461, 000	38, 461, 000	—5, 239, 000	-----
Interstate Commerce Commission-----	25, 127, 000	25, 600, 000	27, 000, 000	+1, 873, 000	+1, 400, 000
Washington Metropolitan Area Transit Authority-----	43, 173, 000	<sup>2</sup> 368, 039, 000	<sup>3</sup> 330, 028, 000	+286, 855, 000	—38, 011, 000
Subtotal, related agencies-----	117, 050, 000	438, 220, 000	401, 489, 000	+284, 439, 000	—36, 731, 000
Total, new budget (obligational) authority-----	2, 145, 938, 630	2, 653, 825, 937	2, 571, 179, 937	+425, 241, 307	—82, 646, 000
Appropriations to liquidate contract authorizations (title I)-----	4, 526, 279, 000	4, 511, 000, 000	4, 480, 840, 000	—45, 439, 000	—30, 160, 000
Appropriations for debt reduction (title I)---	131, 370	137, 063	137, 063	+5, 693	-----
Grand total, all appropriations-----	6, 672, 349, 000	7, 164, 963, 000	7, 052, 157, 000	+379, 808, 000	—112, 806, 000

<sup>1</sup> Includes \$214,000,000 advance funding for fiscal year 1971.

<sup>2</sup> Includes \$188,011,000 advance appropriation requested for fiscal year 1972.

<sup>3</sup> Includes \$150,000,000 advance appropriation for fiscal year 1972.

#### SUMMARY OF THE BILL

The accompanying bill would provide \$2,571,179,937 in new budget (obligational) authority for the programs of the Department of Transportation and related agencies, a reduction of \$82,646,000 from the \$2,653,825,937 requested in the budget. The amount recommended is \$425,241,307 more than the currently enacted appropriations for fiscal year 1970 and \$254,150,307 more than fiscal year 1970 appropriations adjusted to include the amounts provided by the House in titles I and II of the Second Supplemental Appropriation Bill, 1970, H.R. 17399.

Appropriations to liquidate contract authorizations totaling \$4,480,840,000 are recommended. The sum proposed is \$30,160,000 less than the \$4,511,000,000 requested and \$45,439,000 less than the \$4,526,279,000 appropriated for fiscal year 1970.

Further reductions are recommended in the form of limitations on obligations in certain programs financed under contract authority. Currently authorized programs under which \$137,552,000 is estimated to be obligated in fiscal 1971 under contract authorizations are limited to obligations of \$107,500,000, a reduction of \$30,052,000. The total of all types of reductions recommended is \$142,858,000.

Action has been deferred on the \$21,688,000 requested for high speed ground transportation research and development since the required extension of legislative authority for this program has not yet been enacted.

The committee has carefully reviewed the programs of the Department of Transportation and the related agencies for fiscal year 1971 and is recommending what it considers to be sufficient funds to allow these organizations to help meet the requirements of our Nation's transportation system.

#### SELECTED MAJOR RECOMMENDATIONS

Selected major recommendations are:

- (1) the appropriation of the \$289,965,000 requested for the continued development of a civil supersonic transport aircraft.
- (2) the appropriation of the full budget request for the operations of the FAA, including 2,265 new air traffic control personnel.
- (3) the addition of \$7.5 million above the budget to provide for the continuation of the Coast Guard selected reserve at a level of 10,000 personnel.
- (4) a reduction of \$7.5 million in the transportation planning, research, and development program in the Office of the Secretary.
- (5) approval of the \$59 million requested under acquisition, construction, and improvements for the Coast Guard's icebreaker replacement program.
- (6) a reduction of \$7 million in construction, national capital airports based on the deferral of funds for expansion of the Dulles terminal building.
- (7) a reduction of \$12,640,000 in the traffic and highway safety appropriation of the National Highway Safety Bureau.
- (8) the addition of \$1,400,000 and 140 positions over the budget for the Interstate Commerce Commission.
- (9) provision of the full \$180,028,000 fiscal year 1971 request and \$150 million of the \$180,028,000 for the Federal share of the subway system in Washington, D.C.

(10) a general provision limiting commitments for urban mass transportation grants to \$214 million.

(11) a general provision limiting commitments for grants-in-aid for airport development to \$220 million.

#### EFFECT OF COMMITTEE ACTION ON PROJECTED BUDGET EXPENDITURES (OUTLAYS) IN FISCAL YEAR 1971

Based on estimates of outlays carried in the budget, the effect on expenditures (outlays) of the actions recommended by the committee is a net reduction of about \$43 million in fiscal year 1971. Since expenditures are very sensitive to program change determinations, especially in construction programs, this projection is a tentative one.

#### DEPARTMENT OF TRANSPORTATION ORGANIZATIONAL STRUCTURE

The fiscal year 1971 budget for the Department of Transportation proposes a number of major organizational changes. These include the transfer of the Civil Supersonic Aircraft Development program to the Office of the Secretary; the transfer of the National Highway Safety Bureau from the Federal Highway Administration to an independent operating status within the Department; the consolidation of the public information, congressional relations, and internal auditing functions into the Office of the Secretary; and the establishment of certain new regional offices. In general, the committee has approved the proposed transfers. The committee does not feel, however, that the need for separate extensive regional organizations has been demonstrated, and recommends that the Department undertake a comprehensive review of its regional office requirements.

### TITLE I—DEPARTMENT OF TRANSPORTATION

#### OFFICE OF THE SECRETARY

##### SALARIES AND EXPENSES

Appropriation, 1970.....	\$11, 600, 000
Estimate, 1971.....	19, 510, 000
Recommended in the bill.....	17, 230, 000
Reduction below estimate.....	—2, 280, 000

The committee recommends the appropriation of \$5,630,000 more than has been provided for fiscal year 1970. The budget proposes an increase of 397 positions under this appropriation and the committee has allowed 232 new positions. These position increases can be divided into two major categories: counterpart transfers and program increases. The counterpart transfers are summarized as follows:

Function	Budget request	Recommended in bill	Reduction
Internal audit.....	121	121	-----
Public information.....	30	20	—10
Congressional relations.....	14	9	—5
Facilities planning.....	15	15	-----
Other.....	7	7	-----
Total.....	187	172	—15

In fiscal year 1970, the committee disallowed the Department's authority to make blanket transfers of personnel into the Office of the Secretary without first presenting and justifying them to the Congress. The Department's fiscal 1971 budget presented such a justification. The rationale for these transfers was thoroughly examined by the committee throughout the hearings and all counterpart transfers have been approved except for 15 positions proposed to be transferred from the Coast Guard for public information and congressional relations. These two functions involve, to some extent, military personnel whom the committee believes properly should be kept under the direct control of the Commandant.

In addition to the counterpart transfers, the committee has approved 60 of the requested 210 new positions for program increases. The new positions allowed are 5 for policy and international affairs, 15 for environment and urban systems, 35 for systems development and technology, and 5 for the secretarial offices. Of the 35 new positions allowed for the Assistant Secretary for Systems Development and Technology, 5 positions have been approved for the Office of Pipeline Safety and 5 for the Office of Hazardous Materials. No extensions of these offices' field staffs have been allowed.

The 20 positions requested to permit the Department to establish secretarial representation on the regional councils are specifically denied. The Department of Transportation was not included in the original Presidential directive which extended the regional council concept to all 10 standard regions, and the committee does not feel that any significant benefits would result from the Department's participation in this program.

The committee recommends disallowing 165 of the requested positions and reiterates its feeling expressed in the fiscal year 1970 report that the number of personnel in the Office of the Secretary is becoming excessive. Subsequent to the Department's budget presentation to the committee last fall over 80 positions were added to the Office of the Secretary through the working capital fund and advances and reimbursements. No presentation was made to the committee for these consolidations. The committee does not favor this device for increasing personnel and expects that during fiscal year 1971 the total personnel funded under the working capital fund and from advances and reimbursements will not exceed 286, the same level as was authorized in fiscal year 1970.

#### TRANSPORTATION PLANNING, RESEARCH, AND DEVELOPMENT

Appropriation, 1970	\$11,000,000
Estimate, 1971	22,000,000
Recommended in the bill	14,500,000
Reduction below estimate	-7,500,000

The sum recommended provides for a \$3,500,000 increase for air traffic capacity research and a continuation of other programs at the fiscal year 1970 level.

Of the sum provided, \$8 million is for the air traffic capacity program which was initiated in fiscal year 1970. This research is currently directed toward two major areas—full automation of the air traffic control system and techniques for increasing the capacity of major urban airports. The program is longer term in nature than the research being conducted by the Federal Aviation Administration on the imple-

mentation of the so-called NAS and ARTS systems. The committee believes that it is entirely proper to strive for a higher order of automation in the air traffic control system.

Other research programs under this appropriation are being held to the fiscal year 1970 level. Almost 2 years ago, in June 1968, the committee directed the Department to report on a number of aspects of its scattered and sometimes overlapping research activities. To date this report has not been received. The committee has made reductions totaling approximately \$25 million in the various research programs under the Office of the Secretary and in the modal administrations, and emphasizes again the need for the Department to better coordinate and improve the programs in almost all areas of research and technology.

#### GRANTS-IN-AID FOR NATURAL GAS PIPELINE SAFETY

Appropriation, 1970.....	0
Estimate, 1971.....	\$1, 000, 000
Recommended in the bill.....	0
Reduction below estimate.....	-1, 000, 000

The committee has not approved the budget request of \$1 million for grants to State agencies to carry out a State natural gas pipeline safety program.

This program would help finance State agencies, including the cost of personnel in these agencies. The committee feels that these are costs which properly should be borne by the States.

#### CONSOLIDATION OF DEPARTMENTAL HEADQUARTERS

Appropriation, 1970.....	\$4, 520, 000
Estimate, 1971.....	4, 845, 000
Recommended in the bill.....	4, 845, 000

The bill includes the full budget request under this appropriation, consisting of \$4,250,000 for space rental costs of the new headquarters building located in Southwest Washington, D.C., and \$595,000 requested in H. Doc. 91-333 to provide for the leasing by the Government of space in this new building to be used for Department of Transportation employee parking. ✓

In accordance with Bureau of the Budget procedures, the Department must budget for the first full-year rental cost of the new building. Rental charges in subsequent years will be funded by the General Services Administration. |

The report on the fiscal year 1970 bill expressed the committee's dissatisfaction with the Department's so-called "parking equalization" plan and requested that the committee be provided with the advice of the Comptroller General on the legality of this plan. On February 9, 1970, the Comptroller General reported that in his judgment the equalization plan was not legal. He also stated that appropriated funds could be used for leasing parking space for Federal employees in the Nassif Building. ✓

The committee has approved the budget amendment to finance employee parking in the Nassif Building, but feels that the failure of the Department and the General Services Administration to inquire about the legality of leasing this employee parking on their own initiative prior to entering the lease contract with the building owner has added considerably to the ultimate cost.

## CIVIL SUPERSONIC AIRCRAFT DEVELOPMENT

Appropriation, 1970.....	\$85, 000, 000
Estimate, 1971.....	289, 965, 000
Recommended in the bill.....	289, 965, 000

The committee approves the \$289,965,000 requested for fiscal year 1971 to continue the development of a supersonic passenger transport aircraft in the United States.

Every year, the funding request for the SST program undergoes considerable scrutiny, both in the executive branch and in the Congress. The SST program has probably received as much attention and examination as any single transportation effort. The culmination of these reviews has always been a decision to move forward. The House of Representatives has strongly supported the program and amendments to delete funds for the SST have lost by wide margins.

The supersonic transport is the next logical step forward in commercial aviation. People have always bought speed in transportation. This was true in the case of subsonic jet aircraft and it will be true in the case of supersonic jet aircraft.

This is the age of the supersonic transport. It is here regardless of the outcome of the American SST program. The British and French, working together, have developed and have flown, and flown supersonically, their supersonic transport called the Concorde. The Soviet Union has likewise developed and flown, and flown supersonically their SST transport, the TU-144. These countries will each have production SST's in service years before an American SST is ready. The longer we delay, the more SST's will be purchased from the British and French and the fewer we will sell.

For years this country has dominated aircraft sales by providing over 80 percent of the total commercial fleet to the free world. If we fail to develop an SST, this will not remain true. We will continue to sell subsonic aircraft, but the leadership role will pass to those who fly the fastest as it always has.

There is continuous concern expressed about the possible adverse effects the SST might have on the environment. These are not new issues and, in fact, the FAA and other Government agencies have studied the potential environmental effects for more than 6 years. These studies have significantly influenced the design of the SST. Smokeless engines, work on improved noise suppression devices, and incorporation of a fixed horizontal stabilizer to provide high lift performance for community noise reduction are examples of this design influence. While not all the specific technical problems have been completely resolved, the committee believes that these problems can be overcome and that the program will be successful.

With the sale of 300 aircraft all of the Government's investment will be returned, and if, as some project, 500 aircraft are sold, the Government will receive over \$1 billion more than its investment. On the other hand, to cancel the program at this time would mean the loss of all of the \$708 million appropriated to date plus approximately \$60 million in termination costs.

There are still those who raise the sonic boom issue. The committee, however, has received strong assurances from the FAA and the Department that the SST will not be permitted to fly at sonic boom producing



speeds over populated areas. In April 1970 the Department of Transportation issued a Notice of Proposed Rule Making which prohibits the operation of commercial aircraft within the United States at a speed that would cause a sonic boom to reach the earth's surface.

During the current fiscal year, the SST program was transferred from the FAA to the Office of the Secretary of Transportation, a move with which the committee agrees. This transfer will remove the direct responsibility for prototype development away from the administration which is directly responsible for the aircraft's certification, thus eliminating possible concern about FAA conflict of interest.

The committee is concerned, however, about the number of field personnel currently being employed to monitor the prototype construction. During the hearings, it was established that there were presently only two personnel located outside of the Washington headquarters at the airframe manufacturer's plant. The committee feels that this is far from satisfactory, and reaffirms its directive that the Department establish adequate systems of financial and program controls to help prevent further cost overruns during the critical development years.

## COAST GUARD

### OPERATING EXPENSES

Appropriation, 1970-----	\$386, 868, 630
Estimate, 1971-----	426, 602, 937
Recommended in the bill-----	423, 362, 937
Reduction below estimate-----	-3, 240, 000

The amount recommended is \$36,494,307 more than the appropriations enacted for fiscal year 1970 and is \$14,819,307 more than fiscal 1970 appropriations, adjusted to include the pay increases provided for in title II of the Second Supplemental, as passed by the House. The increase recommended is chiefly to improve existing facilities, to operate newly acquired facilities, and to meet workload increases in fields such as recreational boating safety.

The \$3,240,000 reduction is based primarily on the impact of the Vietnamization program and a decrease in general support costs. The Commandant testified that subsequent to the preparation of the budget it was decided to turn over the operation of two high endurance cutters to Vietnamese Navy personnel. Assuming turnover by January 1, 1971, this action should save 100 man-years. The committee notes that the budget proposes \$106,100,000 for general support costs. This is approximately 25 percent of the Coast Guard's operating expenses budget. The committee realizes that these costs cover more than normal administrative support, but feels that some reductions can be made in this area.

The committee recommends restoration of 15 positions under this appropriation for public information and congressional relations functions, the transfer of which to the Office of the Secretary is specifically not approved. Public information in all the Armed Services is an absolute prerequisite to successful recruiting, and since the Coast Guard depends on volunteers for all of its personnel, this function is especially critical. Further, due to the high volume of inquiries concerning the thousands of young men in uniform, it is vital that there be a direct and rapid access to the top level of management of all the military

services, an access which is provided by full-time staffs in each of the other Armed Services. It is assumed that the Coast Guard will absorb the \$230,000 required to fund the 15 restored positions.

#### ACQUISITION, CONSTRUCTION, AND IMPROVEMENTS

Appropriation, 1970.....	\$67,700,000
Estimate, 1971.....	100,000,000
Recommended in the bill.....	90,000,000
Reduction below estimate.....	-10,000,000

The committee recommends an appropriation of \$90 million, an increase of \$22,300,000 over the amount provided for fiscal year 1970. At the time of the hearing, the Coast Guard had unobligated funds amounting to approximately \$60 million in this appropriation, of which \$17 million was estimated to be carried over into fiscal 1971. With the \$90 million recommended in this bill, there should be sufficient funds to cover all obligations estimated for fiscal year 1971.

The committee has approved the \$59 million requested to construct a new polar icebreaker. This will enable the Coast Guard to initiate its plan to replace its six World War II "wind-class" ships with four new icebreakers.

#### RETIRED PAY

Appropriation, 1970.....	\$57,750,000
Estimate, 1971.....	64,530,000
Recommended in the bill.....	64,530,000

The committee has provided the full amount requested for retired pay of military personnel of the Coast Guard and Coast Guard Reserve, members of the former lighthouse and lifesaving services, and for payments to survivors pursuant to the retired serviceman's family protection plan. The total average number of personnel on the retired rolls is estimated to be 14,701 in fiscal year 1971 as compared with 13,979 in fiscal year 1970 and 13,394 in fiscal year 1969.

#### RESERVE TRAINING

Appropriation, 1970.....	\$25,900,000
Estimate, 1971.....	10,000,000
Recommended in the bill.....	17,500,000
Increase above estimate.....	+7,500,000

The budget proposes to phase out the Coast Guard Selected Reserve training program by June 30, 1971. The proposal contemplates that the emergency wartime functions of the Selected Reserve can reasonably be handled by the growing number of regular Coast Guardsmen on the retired rolls and enlistees who are required to serve in a standby status for 2 years after completing 4 years active service. The committee does not concur with this proposal. While there are arguments for the elimination of the Selected Reserve component of the Coast Guard, the committee feels that it has not been demonstrated that this Reserve's basic mobilization requirements, particularly in the field of port security, can satisfactorily be fulfilled as proposed in the budget. There is presently no other Armed Service prepared to meet the port security defense requirement in the early days of a mobilization.

The committee has held intensive hearings on this program and is recommending appropriations for the Coast Guard Reserve that

represent an increase of \$7,500,000 over the budget estimate and a decrease of \$8,400,000 from the fiscal year 1970 appropriation. In so doing, the committee is directing that the number of personnel in the Selected Reserve be reduced to 10,000 by October 1, 1970.

It is understood that the Coast Guard is developing, in line with guidelines set down by the committee last year, a program for the peacetime utilization of the Reserve by the regular Coast Guard during certain national emergencies and natural disasters. A 10,000 man Selected Reserve should enable the Coast Guard to meet its most urgent requirements in protecting the major port areas of the country in the event of a mobilization as well as providing a nucleus for utilization in more immediately productive peacetime programs which supplement the regular Coast Guard.

#### RESEARCH, DEVELOPMENT, TEST, AND EVALUATION

Appropriation, 1970-----	\$14, 500, 000
Estimate, 1971-----	24, 000, 000
Recommended in the bill-----	19, 500, 000
Reduction below estimate-----	-4, 500, 000

The bill includes a \$5 million increase over the sum appropriated for fiscal year 1970. Of the total amount recommended, \$10 million has been approved for the national data buoy development project. This project involves the development and deployment of improved unmanned ocean data buoys to form a network for the collection of oceanographic and atmospheric data for scientific and operational purposes.

In addition to the increases recommended for the data buoy program, the committee has allowed an increase of \$1,500,000 to enable the Coast Guard to continue ongoing programs and initiate new research efforts of high priority.

#### FEDERAL AVIATION ADMINISTRATION

##### OPERATIONS

Appropriation, 1970-----	\$767, 000, 000
Estimate, 1971-----	923, 885, 000
Recommended in the bill-----	923, 885, 000

The committee recommends the full amount of the budget estimate for the third consecutive year for operations of the Federal Aviation Administration. The sum requested and recommended is \$156,885,000 more than the currently enacted fiscal year 1970 appropriations and \$98,288,000 more than fiscal 1970 appropriations adjusted to include the pay increase provided for in title II of the Second Supplemental, as passed by the House.

The recommended increase provides for 4,361 new positions, of which 2,265 are air traffic control personnel. Including this increase, the Congress will have provided 9,496 new air traffic control personnel since the Department of Transportation was established. This represents a virtual doubling of the controller work force. The committee is well aware of the fact that the rapid increase in air travel has placed an increased workload upon the Federal Aviation Administration, and feels that it is vital that FAA be provided with the personnel

and funds needed to maintain the highest possible degree of safety in the air. There should be no compromise with the safety of the passengers and crews in American aircraft.

The committee is seriously concerned about the problems FAA has had with some of its air traffic controllers. A number of these problem areas were addressed in the recent Corson Committee report which was submitted to the Secretary in January, 1970. The Administrator testified that he has established nine different action groups and has already begun implementation of some of the Corson Committee's recommendations. The committee applauds the Administrator for taking this step and expects to be fully advised on the progress of this implementation.

It is evident, however, that these employee-management problems stem in part from matters outside the control of the FAA. The rapid growth of air travel of all kinds during the decade of the 1960's has created a situation of excessive congestion in certain areas of the Nation. The additional personnel funded in the past 3 years are just beginning to help meet this problem and the committee feels that additional steps must be taken to alleviate the present congestion.

The hearings clearly brought out the fact that the problems of safely controlling air traffic are caused in large measure by the peaking of traffic during the prime travel hours in the morning and evening. Staffing levels in control centers and towers are to a large extent governed by these peak traffic demands. It is these demands which are the basis for adding thousands of controller personnel over the past several years. It is this peaking phenomenon also which is one of the major causes of stress on controllers. The committee believes that the increasing concentration of traffic at these peak hours is a result in part of unrealistic scheduling of flights by the airlines. At some airports, for example, large numbers of departures and arrivals are scheduled at the same time. The committee believes that this practice is a root cause of many of the problems in air traffic control. It requires unnecessarily large numbers of controllers, is unrealistic, and adversely affects the safety of the airways system. Accordingly, the committee requests that the Department, in close collaboration with the CAB, undertake a thorough study of this problem, and report its findings, conclusions, and recommendations to the committee no later than February 1, 1971.

#### FACILITIES AND EQUIPMENT

Appropriation, 1970.....	\$224, 000, 000
Estimate, 1971.....	190, 000, 000
Recommended in the bill.....	190, 000, 000

The committee has provided the full amount requested in the budget for the facilities and equipment required to help meet the growing air traffic congestion and aviation safety problems. This is \$34 million less than fiscal year 1970 appropriations. However, \$90 million of the sum provided in fiscal year 1970 was frozen by the Bureau of the Budget pending enactment of the user charge legislation. That legislation has recently been cleared by the Congress.

The request for 135 additional positions is denied. There are currently 1,243 authorized positions under this appropriation and the

committee feels that installation of equipment can be provided for in the procurement contract, thereby eliminating the need for additional personnel.

#### RESEARCH AND DEVELOPMENT

Appropriation, 1970.....	\$41, 000, 000
Estimate, 1971.....	47, 500, 000
Recommended in the bill.....	45, 000, 000
Reduction below estimate.....	-2, 500, 000

The accompanying bill includes \$45 million for research and development for the Federal Aviation Administration. The additional \$4 million provided over fiscal year 1970 should enable the FAA to proceed with its major research efforts in the fields of air traffic control, navigation, aviation weather, aircraft safety, and aviation medicine.

Last year the committee requested that detailed information in support of personnel requirements be included in the fiscal year 1971 justifications. The information was not included, but was subsequently made available to the committee. It is expected that future justifications will contain detailed information on personnel requirements for both the research and development and the facilities and equipment appropriations.

#### OPERATION AND MAINTENANCE, NATIONAL CAPITAL AIRPORTS

Appropriation, 1970.....	\$9, 650, 000
Estimate, 1971.....	10, 600, 000
Recommended in the bill.....	10, 500, 000
Reduction below estimate.....	-100, 000

The funds included in the bill for the operation and maintenance of Washington National and Dulles International Airports total \$10,500,000, an increase of \$850,000 over fiscal year 1970. No new personnel are requested or recommended. The increase requested over fiscal 1970 is, for the most part, attributable to annualization costs, funding of existing authorized but unfilled positions, and a number of capital equipment purchases.

As has been true in the past, Washington National Airport is operating at a profit, while Dulles International Airport continues to operate at a deficit which exceeds the profit at Washington National to the extent that there is a projected \$2,477,000 net loss for the two airports for fiscal year 1971. Although it is estimated that revenues will exceed operating expenses at both airports, application of interest and depreciation expenses will result in a profit of \$2,726,000 at Washington National and a loss of \$5,203,000 at Dulles.

#### CONSTRUCTION, NATIONAL CAPITAL AIRPORTS

Appropriation, 1970.....	\$1, 900, 000
Estimate, 1971.....	11, 000, 000
Recommended in the bill.....	4, 000, 000
Reduction below estimate.....	-7, 000, 000

Under the committee's recommended reduction, the \$7 million requested to initiate construction of the expansion of the Dulles Terminal Building would be temporarily deferred. The design contract provided for in fiscal year 1970 has not been awarded. If this contract

is awarded and the design work is completed during fiscal 1971, the necessary excavating and grading could be started with existing unobligated funds. At the time of the hearing the Bureau of National Capital Airports had approximately \$6.7 million of unobligated construction funds.

The \$4 million recommended is \$2,100,000 more than the amount appropriated for fiscal year 1970 and includes \$2 million for each airport.

### FEDERAL HIGHWAY ADMINISTRATION

#### OFFICE OF THE ADMINISTRATOR, SALARIES AND EXPENSES

	Appropriation	Trust fund
Appropriation, 1970.....	\$1, 650, 000	(\$12, 627, 000)
Estimate, 1971.....	525, 000	(14, 956, 000)
Recommended in the bill.....	500, 000	(14, 721, 000)
Reduction below estimate.....	-25, 000	(-235, 000)

The budget amendment (H. Doc. 91-333) proposing to separate the National Highway Safety Bureau from the Federal Highway Administration would eliminate this appropriation. Since the committee established this appropriation in fiscal year 1970 to obtain a better oversight of the staff offices of the Administrator, it does not concur with the budget request to eliminate this account. Accordingly, funds budgeted in other appropriations for staff support of the Federal Highway Administrator are transferred to this estimate as follows:

Limitation on general expenses (trust fund).....	\$14, 956, 000
Motor Carrier Safety.....	525, 000

Total estimate 1971.....	15, 481, 000
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The total general and trust funds recommended in the bill amounts to \$15,221,000, a reduction of \$260,000 below the budget. The reduction is based primarily on the committee's denial of 26 of the requested new positions. This action along with the counterpart transfers to the Office of the Secretary and the transfers to the National Highway Safety Bureau reduces the total number of positions in this office considerably below the fiscal year 1970 level.

#### BUREAU OF PUBLIC ROADS, LIMITATION ON GENERAL EXPENSES

##### (TRANSFER FROM HIGHWAY TRUST FUND)

Limitation, 1970.....	(\$59, 121, 000)
Estimate, 1971.....	<sup>1</sup> (77, 913, 000)
Recommended in the bill.....	<sup>1</sup> (68, 488, 000)
Reduction below estimate.....	(-9, 425, 000)

<sup>1</sup> Includes \$289,000 to be transferred from "State and Community Highway Safety."

The limitation recommended is \$9,367,000 above the level enacted for fiscal year 1970 and \$6,286,000 more than the fiscal year 1970 limitation adjusted to include the pay increase provided for in title II of the Second Supplemental, as passed by the House. The reductions below the budget total \$9,425,000 and are summarized as follows:

Funds for the comprehensive corridor transportation demonstration program are reduced from \$10,000,000 to \$5,000,000-----	- \$5, 000, 000
Contract program in the Office of Planning is held at the 1970 level of \$1,000,000-----	- 625, 000
Funds for electronic route guidance system research are disallowed-----	- 1, 400, 000
Funds for <u>240</u> of the <u>290</u> new positions requested have been denied-----	- 2, 000, 000
Estimated annualization costs are reduced by \$400,000--	- 400, 000
<b>Total reduction-----</b>	<b>- 9, 425, 000</b>

Under the committee's recommendation, funds provided by the Federal Highway Administration to the comprehensive corridor demonstration program are increased by \$4 million over fiscal year 1970. It is expected that the Urban Mass Transportation Administration's efforts also will be conducted at this level. The committee believes that the funds provided will allow this program to proceed at a reasonable rate.

Funds to continue electronic route guidance system research have been specifically denied. Testimony indicated that the total estimated cost for fiscal year 1971 and future years of this research project would be approximately \$4 million. With subsequent installation costs for such a system being considerably greater, the committee does not feel that the benefits cited justify continuance of the project.

The committee has denied 240 of the requested 290 new positions. Approximately 70 percent of the Interstate System is completed and open to traffic, and the committee feels that there is little need for a large increase in the Bureau's staff at this time.

#### FEDERAL-AID HIGHWAYS (TRUST FUND)

Appropriation, 1970-----	(\$4, 419, 279, 000)
Estimate, 1971-----	(4, 360, 000, 000)
Recommended in the bill-----	(4, 350, 340, 000)
Reduction below estimate-----	(- 9, 660, 000)

The accompanying bill includes \$68,939,000 less than the amount appropriated for fiscal year 1970. The \$9,660,000 reduction below the budget reflects actions recommended by the committee in connection with the Office of the Administrator and Limitation on General Expenses appropriations discussed previously.

No reduction is recommended in the construction program. As a result of voluntary curtailments by the States, obligations for the current fiscal year will be reduced to about \$4 billion or approximately \$1 billion below the original estimate. The fiscal year 1971 budget estimates reflect this reduction.

During the last calendar year an additional 2,034 miles of the Interstate Highway System, were completed and opened to traffic. As of December 31, 1969, about 29,600 miles, or almost 70 percent of the 42,500 mile authorized Interstate System, had been completed and opened to traffic. In addition, there are almost 11,100 miles on which

construction, right-of-way acquisition, or preliminary engineering is underway, making a total of roughly 40,700 miles of the Interstate System on which work is either completed or underway.

In the regular Federal-aid primary, secondary, and urban programs an additional 4,550 miles were completed in the first half of fiscal year 1970. As of December 31, 1969, construction projects involving 236,250 miles had been completed at a cost of \$20.9 billion. Contracts involving an additional 13,800 miles were authorized or underway.

#### RIGHT-OF-WAY REVOLVING FUND

##### (LIQUIDATION OF CONTRACT AUTHORIZATION—TRUST FUND)

Appropriation, 1970.....	(\$40, 000, 000)
Estimate, 1971.....	(35, 000, 000)
Recommended in the bill.....	(35, 000, 000)

The committee recommends the budget estimate of \$35 million for the right-of-way revolving fund. This is \$5 million less than the amount appropriated in fiscal year 1970. The program was established to provide a source of funding to permit the acquisition of rights-of-way several years in advance of actual construction to reduce potential inflationary pressures on property costs and permit more adequate comprehensive highway planning.

#### HIGHWAY BEAUTIFICATION

##### (LIQUIDATION OF CONTRACT AUTHORIZATION)

Appropriation, 1970.....	(\$5, 000, 000)
Estimate, 1971.....	(20, 000, 000)
Recommended in the bill.....	(16, 500, 000)
Reduction below estimate.....	(-3, 500, 000)

A liquidating cash appropriation of \$16,500,000 is recommended for the highway beautification program for fiscal year 1971. Of the sum provided, approximately \$11.5 million is applicable to obligations incurred during fiscal year 1970 and \$5 million is for fiscal year 1971 obligations.

As in last year's bill, a limitation on obligations is being recommended. The limitation for fiscal year 1971 is \$5.5 million, of which \$5 million pertains to the contract authorization and \$500,000 to administrative expenses. Under existing legislative authority, approximately \$8.5 million is available for obligation under contract authority.

#### ADMINISTRATIVE EXPENSES

Appropriation, 1970.....	\$1, 100, 000
Estimate, 1971.....	800, 000
Recommended in the bill.....	500, 000
Reduction below estimate.....	-300, 000

The bill includes an appropriation of \$500,000 for administrative expenses of the highway beautification program, a decrease of \$600,000 from the amount provided for fiscal year 1970. The funds recommended should be adequate to administer the presently authorized program.



## MOTOR CARRIER SAFETY

Appropriation, 1970.....	\$2, 300, 000
Estimate, 1971.....	4, 118, 000
Recommended in the bill.....	3, 443, 000
Reduction below estimate.....	- 675, 000

In providing \$1,143,000 more than was appropriated in fiscal year 1970 for the Bureau of Motor Carrier Safety, the committee recommends 12 of the 32 new permanent positions requested and \$400,000 of the \$800,000 requested to initiate a contract research and development program.

Although the committee generally does not favor initiating new research programs in times of fiscal stringency, it feels that the commercial vehicle and driver regulation areas, to which this effort will be directed, should be given a higher priority than they have been accorded heretofore. The committee expects the Bureau to be able to delineate specific tangible accomplishments resulting from this research.

## FOREST HIGHWAYS

## (LIQUIDATION OF CONTRACT AUTHORIZATION)

Appropriation, 1970.....	(\$25, 000, 000)
Estimate, 1971.....	(20, 000, 000)
Recommended in the bill.....	(15, 000, 000)
Reduction below estimate.....	(- 5, 000, 000)

The forest highways program utilizes funds from the general funds of the Treasury for the construction and improvement of main highways within or adjacent to national forests. Most of these highways are on the regular Federal-aid highways systems and are eligible for grants under regular Federal-aid highways programs. Although some State contributions are made, the States are not required to participate in the financing of forest highways.

The bill includes a liquidating cash appropriation of \$15 million for the forest highways program, a reduction of \$10 million from fiscal year 1970. Also included in the accompanying bill is a provision, similar to those included in past years, limiting obligations under this program in fiscal year 1971 to \$22,500,000. This is \$10,500,000 below the budget estimate and \$4,500,000 more than the obligations estimated to be incurred in fiscal year 1970.

## PUBLIC LANDS HIGHWAYS

## (LIQUIDATION OF CONTRACT AUTHORIZATION)

Appropriation, 1970.....	(\$7, 000, 000)
Estimate, 1971.....	(15, 000, 000)
Recommended in the bill.....	(13, 000, 000)
Reduction below estimate.....	(- 2, 000, 000)

A liquidating cash appropriation of \$13 million is recommended to finance the construction and improvement of highways through public lands in those States with large areas of such lands. Virtually all of the appropriation is required to liquidate obligations incurred in fiscal years prior to 1971. As is the case with the forest highways program,

the funds for the public lands highways program are appropriated from the general funds of the Treasury under contract authorization provided under the authorizing legislation.

As in past years, the committee has included in the bill a limitation on obligations in fiscal year 1971. The limitation on this program is \$10 million, which is \$6 million below the budget estimate and \$2 million more than the obligations estimated to be incurred in fiscal year 1970.

## NATIONAL HIGHWAY SAFETY BUREAU

### TRAFFIC AND HIGHWAY SAFETY

Appropriation, 1970	\$29,550,000
Estimate, 1971	53,075,000
Recommended in the bill	40,435,000
Reduction below estimate	-12,640,000

The amended budget proposes to transfer the National Highway Safety Bureau from the Federal Highway Administration to an independent operating status within the Department. Under this request the Safety Bureau will fund and staff its own administrative support services which were formerly provided by the Federal Highway Administration, as well as administer the traffic and highway safety programs.

The committee does not object to the removal of the Safety Bureau from the jurisdiction of the Federal Highway Administration. A total appropriation of \$43,046,000, including the \$40,435,000 under this heading and \$2,611,000 to be transferred from "State and Community Highway Safety", is recommended for the operating expenses of the Bureau. This represents a reduction of \$12,640,000 from the sum requested in the amended budget.

The Safety Bureau's request included the sum of \$40,100,000 for services to be obtained through contracts with other organizations. The committee has approved \$29 million for the Bureau's contract program, an increase of \$8 million over fiscal year 1970. Testimony indicated that the Bureau intends to emphasize three major programs in fiscal year 1971; alcohol countermeasures, the experimental safety vehicle, and the air bag. With the funds recommended these efforts will be able to proceed at a substantially increased level.

Funds have been approved for 100 of the 254 requested new positions. This will provide a fiscal year 1971 staffing level of 689 positions, including the positions being transferred from the Office of the Administrator, Federal Highway Administration.

The committee has approved the proposed reprogramming in fiscal year 1970 of \$50,000 for the NATO Committee on the Challenges of Modern Society, and has allowed two of the five new positions requested in the fiscal year 1971 budget for this effort.

### STATE AND COMMUNITY HIGHWAY SAFETY

#### (LIQUIDATION OF CONTRACT AUTHORIZATION)

Appropriation, 1970	(\$30,000,000)
Estimate, 1971	(61,000,000)
Recommended in the bill	(51,000,000)
Reduction below estimate	(-10,000,000)

A liquidating cash appropriation of \$51 million is recommended for the State and Community Highway Safety program for fiscal year 1971. This is \$21 million above the amount appropriated for fiscal year 1970. The reduction would eliminate a \$10 million contingency reserve requested in the budget for possible increased fiscal year 1971 expenditures.

As has been the case in the past 3 years, the committee has included in the bill a limitation on obligations in fiscal year 1971. The \$70 million limitation recommended is the same as the current fiscal year, and is \$10 million below the amount estimated to be obligated during the fiscal 1971.

The committee is concerned about the lack of State participation in this program. The program was originally presented and justified to the committee as one which would stimulate and assist the States to create new traffic safety programs and expand existing programs rather than one under which the Federal Government would share the cost of existing State programs as is presently being done. The Director testified that certain Governors indicated that there are no funds available in the States to create new programs. The committee feels that the fiscal situation is generally no more critical at the State level than in the Federal Government, and believes that the present accident rate on our Nation's highways is a problem of sufficient urgency to warrant support of new programs at every level of government.

## FEDERAL RAILROAD ADMINISTRATION

### OFFICE OF THE ADMINISTRATOR

#### SALARIES AND EXPENSES

Appropriation, 1970.....	\$1, 050, 000
Estimate, 1971.....	1, 600, 000
Recommended in the bill.....	1, 395, 000
Reduction below estimate.....	- 205, 000

The bill includes \$345,000 more than the amount appropriated in fiscal year 1970. Twelve of the requested 26 new positions are approved, as are the funds required to support the six positions transferred from the Federal Highway Administration. The committee has denied 14 positions and the proposed increases for contractual services and printing.

While the committee has approved certain increases for this office, it is still not satisfied that there is sufficient authority vested in the Federal Railroad Administration to cope with the many problems currently facing the railroads of America.

#### BUREAU OF RAILROAD SAFETY

Appropriation, 1970.....	\$4, 050, 000
Estimate, 1971.....	4, 550, 000
Recommended in the bill.....	4, 500, 000
Reduction below estimate.....	- 50, 000

The sum recommended is \$450,000 more than the amount appropriated for fiscal 1970. No additional positions were requested or allowed. Most of the increase is related to annualization and increased travel costs.

#### HIGH SPEED GROUND TRANSPORTATION

##### RESEARCH AND DEVELOPMENT

Required legislation which would authorize the continuation of this program in fiscal year 1971 has not yet been enacted. Therefore, the committee has deferred consideration of this appropriation at this time. At such time as authorizing legislation is enacted, the estimate will be considered.

The requested fiscal year 1970 reprogramming of \$1,040,000 from the Autotrain project to begin site preparation at the high speed ground test facility at Pueblo, Colo., is approved.

##### RAILROAD RESEARCH

Appropriation, 1970.....	\$300, 000
Estimate, 1971.....	1, 500, 000
Recommended in the bill.....	900, 000
Reduction below estimate.....	- 600, 000

The committee recommends a \$600,000, or 200 percent, increase for this appropriation. The research conducted under this program is directed toward three broad categories: Railroad safety, environment, and national transportation efficiency.

#### ALASKA RAILROAD REVOLVING FUND

The administration has proposed and there is legislation pending to permit the sale of the Alaska Railroad during fiscal year 1971. No appropriation is requested or recommended. The operation and maintenance program is expected to remain at a level approximating estimated revenues and proposed capital improvements are anticipated to be within the capability of the present force structure. It is estimated that at the end of the budget year there will be an unobligated fund balance of \$5,976,000. The committee has included the requested language permitting the Alaska Railroad to be operated from the Alaska Railroad Revolving Fund.

#### URBAN MASS TRANSPORTATION ADMINISTRATION

##### SALARIES AND EXPENSES

Appropriation, 1970.....	\$1, 500, 000
Estimate, 1971.....	4, 000, 000
Recommended in the bill.....	3, 200, 000
Reduction below estimate.....	- 800, 000

In providing an increase of \$1,700,000 over fiscal year 1970, the committee has approved 48 of the 118 additional positions requested. This increase, coupled with the 70 positions provided in fiscal 1970, will give UMTA three times the number of personnel they had two years ago. As the committee stated last year, additional qualified

personnel are essential if the urban mass transportation program is going to be effectively administered. However, if too hasty selections of personnel are made without a careful screening to find the best man for the job in each instance, UMTA could quickly find itself burdened with too many mediocre personnel to effectively achieve its programed objectives.

As previously discussed, the committee is recommending that the Department review its field office organization. Pending the completion of this review the committee has not allowed any additional field office personnel for UMTA.

#### URBAN MASS TRANSPORTATION FUND

No appropriation is requested for this program in the pending budget. In the fiscal year 1970 bill, the Congress appropriated \$214 million for Urban Mass Transportation grants for fiscal year 1971. At that time it appeared unlikely that the pending public transportation assistance legislation would be enacted soon enough to provide for the continuity of the program.

This new legislation, which provides 5-year contract authority, currently has passed the Senate, and if enacted, UMTA proposes to obligate up to \$850 million during fiscal 1971. As presently envisioned by UMTA these obligations would be incurred prior to any formal presentation to the appropriations committees of the Congress. The committee does not favor the granting of long term contractual authority by substantive legislation and has included a provision limiting commitments in fiscal year 1971 to \$214 million. Such a limitation will enable the committee to consider the relative priority of urban mass transportation grants along with other programs in the budget.

#### ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

The accompanying bill includes the same language which has been carried previously authorizing the St. Lawrence Seaway Development Corporation to make expenditures within the limits of the funds available to the Corporation to carry out its programs. The language included in the bill is exactly the same language provided last year and requested in the fiscal year 1971 budget.

Under the existing toll system, which extends through the 1970 season, it appears that the Corporation will not be able to amortize its funded debt and related obligations. However, discussions with the Canadian Seaway Authority regarding the level of tolls and other matters affecting the adequacy of income are scheduled to be held before the end of the current year's navigation season.

#### LIMITATION ON ADMINISTRATIVE EXPENSES

##### ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

Limitation, 1970.....	(\$600, 000)
Estimate, 1971.....	(700, 000)
Recommended in the bill.....	(700, 000)

The committee recommends an increase in the limitation of \$100,000 more than was provided in the fiscal year 1970 bill. This increase is primarily to cover annualization costs and within-grade increases. No additional positions are requested or recommended.

## TITLE II—RELATED AGENCIES

### NATIONAL TRANSPORTATION SAFETY BOARD

#### SALARIES AND EXPENSES

Appropriation, 1970	\$5, 050, 000
Estimate, 1971	6, 120, 000
Recommended in the bill	6, 000, 000
Reduction below estimate	— 120, 000

The appropriation recommended by the committee will provide \$950,000 more than the \$5,050,000 appropriated for the National Transportation Safety Board for fiscal year 1970.

The estimate proposed funding of 10 new positions. The committee has approved the four positions requested for aircraft accident investigation and the two positions requested for surface transportation accident investigation. Specifically denied are one position for program support, three positions for "before-the-fact" aviation accident prevention, and \$30,000 for consultant services in connection with aviation accident prevention.

The committee has not allowed any funds for the new "before-the-fact" aviation accident prevention program, since virtually all the operations of the FAA are oriented toward aviation safety and accident prevention. If the Safety Board were permitted to exercise its authorities as broadly as the law might be interpreted, it could duplicate many of the functions of the FAA and other Department of Transportation administrations. The committee believes that the Board can make very effective use of its personnel by generally confining its activities to accident investigation.

### CIVIL AERONAUTICS BOARD

#### SALARIES AND EXPENSES

Appropriation, 1970	\$10, 200, 000
Estimate, 1971	11, 134, 000
Recommended in the bill	11, 134, 000

The bill includes the full \$11,134,000 requested for salaries and expenses of the Civil Aeronautics Board. No new positions were requested and none are recommended. As previously mentioned the committee has directed a joint FAA-CAB study on scheduling with a view towards alleviating some of the present air traffic congestion during the peak hours.

#### PAYMENTS TO AIR CARRIERS

Appropriation, 1970	\$33, 500, 000
Estimate, 1971	27, 327, 000
Recommended in the bill	27, 327, 000

The committee has approved the budget request of the Civil Aeronautics Board for payments to nine local service and four Alaskan carriers to make air transportation available to certain smaller cities and towns that would not otherwise be served. The amount recommended is \$6,173,000 below fiscal year 1970.

At the time of the hearing there were a number of petitions pending before the Board, which, if approved, would require an increase in the fiscal year 1971 subsidy payments.

### INTERSTATE COMMERCE COMMISSION

#### SALARIES AND EXPENSES

Appropriation, 1970.....	\$25, 127, 000
Estimate, 1971.....	25, 600, 000
Recommended in the bill.....	27, 000, 000
Increase above estimate.....	+ 1, 400, 000

The committee recommends an appropriation of \$27 million for salaries and expenses of the Interstate Commerce Commission. This is a \$1,400,000 increase over the budget estimate and a \$1,873,000 increase over currently enacted fiscal year 1970 appropriations, but is a \$27,000 decrease from fiscal 1970 appropriations adjusted to include the pay increase provided for in title II of the Second Supplemental, as passed by the House.

Of the 182 position decrease proposed in the budget, the Commission indicated that it required reinstatement of 151 positions in order to carry out its basic responsibilities at minimal levels. The committee conducted an in-depth review of the Commission's personnel requirements and is recommending an increase over the budget of 140 positions. This will give the Commission a total of 1,865 permanent positions, or about 200 more than the fiscal year 1971 year end employment ceiling imposed by the Bureau of the Budget. In the judgment of the committee, the ICC requires a significantly larger number of personnel than would be allowed under the Bureau of the Budget ceiling. That ceiling would have required the Commission to operate at its lowest employment since 1963, even though the regulated industry's revenues received and ton-miles of freight transported grew by 50 percent during the same period.

The Commission's ability to carry out its responsibilities assigned by the law is directly related to the number of technical employees available. These personnel provide for the investigation, compliance and prosecution of the economic regulatory functions assigned to the Commission. The committee believes that the Commission's effectiveness in regulating the Nation's surface transportation system would have been severely impaired if the budget cuts proposed had been adopted and the general public would have suffered therefrom.

The committee expects that these personnel additions will be applied to operating program areas rather than in administrative and support functions and looks forward to a more effective and efficient resolution of transportation problems affecting the public.

## WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

### FEDERAL CONTRIBUTION

Appropriation, 1970-----	\$43, 173, 000
Estimate, 1971-----	<sup>1</sup> 368, 039, 000
Recommended in the bill-----	<sup>2</sup> 330, 028, 000
Reduction below estimate-----	-38, 011, 000

<sup>1</sup> Includes \$188,011,000 advance funding requested for fiscal year 1972.

<sup>2</sup> Includes an advance appropriation of \$150 million for fiscal year 1972.

The committee has approved the full budget request of \$180,028,000 for fiscal year 1971 and an advance appropriation for fiscal year 1972 of \$150 million for the Federal share of the rapid rail transit system to serve the National Capital area. In view of the recent delays which the system has encountered, the committee believes that the \$330,028,000 allowed should provide adequate Federal financing to carry the program through fiscal year 1972.

### TITLE III—GENERAL PROVISIONS

Two new general provisions are proposed:

Section 303—places a limitation on commitments for grants-in-aid for airport development of \$220,000,000.

Section 308—places a limitation on commitments for urban mass transportation grants of \$214,000,000, plus additional amounts appropriated therefor.

Other changes proposed are as follows:

Section 304—limits obligations for "Highway Beautification" to \$5,500,000.

Section 306—limits obligations for "Forest Highways" to \$22,500,000.

Section 307—limits obligations for "Public Lands Highways" to \$10,000,000.

In addition, the section pertaining to FAA lease purchase contracts has been deleted.

### LIMITATIONS AND LEGISLATIVE PROVISIONS

The following limitations and legislative provisions not heretofore carried in connection with any appropriation bill are recommended.

On page 4, in connection with Operating Expenses:

*: Provided further, That not to exceed \$100,000 shall be available for expenses, not otherwise provided for, necessary to enable the Coast Guard to discharge its responsibilities in connection with the meeting of the 11th International Lifeboat Conference, including transportation and entertainment of official representatives.*

On page 11, in connection with Highway Beautification:  
*, together with \$500,000 for necessary administrative expenses for carrying out such provisions of title 23, United States Code, as authorized by section 6(g) of the Federal-Aid Highway Act of 1968.*



On page 13, in connection with State and Community Highway Safety (Liquidation of Contract Authorization):  
*and not to exceed \$289,000 may be advanced to the appropriation "Federal-Aid Highways (trust fund)" for administration of this program.*

On page 18, in connection with Grants-in-Aid for airport development:

*SEC. 303. None of the funds provided in this Act shall be available for administrative expenses in connection with commitments for grants-in-aid for airport development aggregating more than \$220,000,000 in fiscal year 1971.*

On page 19, in connection with Urban Mass Transportation:

*SEC. 308. None of the funds provided in this Act shall be available for administrative expenses in connection with commitments for grants for Urban Mass Transportation aggregating more than \$214,000,000 in fiscal year 1971, plus the additional amounts appropriated therefor.*

## SEPARATE VIEWS ON THE SUPERSONIC TRANSPORT (SST)

### I. INTRODUCTION

The great naturalist, Charles Darwin, was once a house guest of a friend whose two small boys decided to play a joke on him. They took a centipede and glued to it a beetle's head, a butterfly's wing and a grasshopper's legs. Then, showing it to Darwin, they asked innocently: "Mr. Darwin, what kind of bug is this?" Darwin looked at it solemnly. "Did it hum when you caught it, boys?" he inquired. Scarcely able to conceal their mirth, the boys replied, "Yes, sir, it did." "That's it!" said Darwin triumphantly. "It's a humbug!"

Some may say the word "humbug" is too strong to apply to the SST, but the fact is that only now is Congress becoming fully aware of the truth surrounding the SST program.

It now appears that the costs to the Government may escalate to \$5 billion (shades of the C5A!) if the contractor cannot obtain financing for production. Compare this with President Kennedy's promise when he approved the program in 1972 that the SST would not cost the Government more than \$750 million.

And certainly the plane, if and when built, will not hum. It will roar . . . and such a roar! The eminent physicist, Dr. Richard L. Garwin, a member of the President's Science Advisory Council, told a congressional subcommittee recently that the SST would produce as much noise as fifty 747 "jumbo jets" taking off at once!

Dr. Garwin was not referring to sonic boom. That's another matter and another supersonic handicap. He was talking about engine noise that builds up as engines are gunned for takeoff. The Anglo-French supersonic plane, the Concorde, is just as noisy. There is a good possibility that the harassed, noise-sensitive airport authorities will not permit the ear-splitting supersonics to use their facilities because the angry reaction of the surrounding residents would be immediate and strong.

I have not raised the issue of sonic boom in this report, not because it is not important, but rather because the administration insists there will be no supersonic flights which generate sonic boom over the United States. I am willing to accept that pledge for the time being, even though I am concerned that the pledge may be rescinded if the SST comes into existence. At such time the pressures to permit supersonic flight with sonic boom may become so great as to be irresistible because it is exceedingly doubtful that the SST can achieve economic viability as long as it is required to fly subsonically over populated areas. The American people must not overlook the statement of Major General Jewel E. Maxwell, who was previously the head of the SST program. General Maxwell said:

"We believe that people in time will come to accept the sonic boom as they have the rather unpleasant side effects which have accompanied other advances in transportation."

I suspect that in time a huge propaganda campaign will be undertaken to woo the American people with some slogan about "the wonderful world of the SST" and for them to stop worrying and learn to love the boom. But no matter how attractive the sales pitch, or how enticing the advertising, the fact will be that the sonic boom will constitute a major degradation of man's environment and cannot be accepted.

## II. THE SST WILL CONTRIBUTE SIGNIFICANTLY TO POLLUTION OF OUR ENVIRONMENT

### A. Airport Noise

A few weeks ago the entire nation observed "Earth Day." Meetings were held all over the country to take stock of the defilement of our environment through the polluting of our lakes and streams, the fouling of the atmosphere and the increasing bedlam of noise dinning our ears. The SST will be an instrument for further deterioration of our environment and it is incredible that the Federal government should be financing its development.

*Aviation Week and Space Technology*, a respected trade publication which editorially supports the SST, stated in its January 5, 1970 issue:

"The noise-limiting factor in the airplane's introduction will be a sideline noise emanating from the airplane's massive 67,000-pound thrust turbojets. It is a characteristic already accepted in the design of the aircraft. FAA has strong hopes solutions will be found by the time the airplane enters service in 1978. But currently there are no proven technological methods of substantially cutting the noise without severely reducing engine performance."

It is true that the SST will create less community noise along its flight path than present subsonic aircraft. It is less noisy in its approach, too. However, and this is most important, it generates a noise called "sideline noise," which is much greater than any subsonic jet like the 707 or the 747. In terms of the noise limits issued by the FAA, the SST will be three or four times louder than such standards permit. Its sideline noise will be four or five times louder than the 747.

The day is past when we must accept such penalties as the price of "progress." The condition of our environment is in great measure attributable to the unheeding pressure of industrial advances. If Earth Day meant anything, it signifies that the people of this country are determined to assess the impact of scientific advances in terms of their possible degradation of the environment. The SST must be weighed by that standard.

Mr. Russell Train, the Chairman of President Nixon's Council on Environmental Quality, has expressed similar fears before a Senate subcommittee:

"At present the most significant unresolved environmental problem I see for the supersonic transport is the high level of noise in the vicinity of airports. Because of its relatively steep degree of climb, the SST will actually create less community noise in the direction of its flight path than present subsonic jet aircraft. The SST also generates less noise on approach. However, the current design of the U.S. supersonic transport and of the Concorde leads to a noise field radiated perpendicular to the runway, called "sideline noise," than that of the conventional subsonic jets. In terms of the measures used by the Federal Aviation Administration to assess annoyance, the SST would be three to four times louder than current FAA sideline noise standards and four to five times louder than the 747. In terms of noise pressure, the sideline noise level would also be substantially higher than that of subsonic jets meeting FAA requirements."

Additionally, Dr. Raymond Bisplinghoff, Dean of the MIT School of Engineering and Chairman of the SST Technical Evaluation Committee formed last year by FAA to review the plane, said much the same thing before our committee last year.

"Although the community noise generated by the SST is no greater than contemporary subsonic transport airplanes, the sideline noise is appreciably greater. There is very little prospect of bringing the sideline noise down to subsonic transport levels by any practical methods known at the present time."

And this year, Dr. Garwin told our committee:

"It should be emphasized that at 125 PNdB of airport noise, the SST will produce as much noise as the simultaneous takeoff of 50 jumbo jets satisfying the 108 PNdB subsonic requirement."

In its passage of P.L. 90-411, Congress moved to limit the aircraft noise. Pursuant to the authority granted by law, the FAA has established proposed maximum limits for subsonic aircraft. The limits established for supersonics should be within the same levels, or else communities and air facilities in the United States which have become accustomed to lower noise levels will suffer a very great increase in perceived noise.

The whole purpose of environmental protection is to act before the problem appears. The Department of Transportation seems to be tailoring noise restrictions on the SST according to what can be achieved by the manufacturer rather than what is necessary to protect the public. The inescapable result of such a policy would be further deterioration of the environment.

#### *B. By Modifying the World's Climate*

At first glance the notion that the SST could produce changes in the world's weather seems to be implausible in the extreme. When I first heard several months ago of the concern of meteorologists about the effects of SST flight on the stratosphere I was skeptical. But any doubts I might have had about the reality of their objections were laid to rest by Mr. Russell Train, the Chairman of the President's Council on Environmental Quality.

Mr. Train is extremely well qualified to make an informed judgment about all matters relating to the environment. This is what he says about SST's and the weather.

"I now turn to a potential problem which has not received the attention it deserves. The supersonic transport will fly at an altitude between 60,000 to 70,000 feet. It will place into this part of the atmosphere large quantities of water, carbon dioxide, nitrogen oxides and particulate matter. This part of the atmosphere is to a substantial extent isolated from the rest of the atmosphere. For example, on the average, 18 months are required for a water molecule introduced into the atmosphere at 65,000 feet to find its way to the lower atmosphere. A fleet of 500 American SST's and Concorde's flying in this region of the atmosphere could, over a period of years, increase the water content by as much as 50 to 100 percent. This could be very significant because observations indicate that the water vapor content of the stratosphere has already increased about 50 percent over the last five years due presumably to natural processes, although there is a possibility which should be researched that subsonic jets have been contributing to this increase.

"Water in this part of the atmosphere can have two effects of practical significance. First, it would affect the balance of heat in the entire atmosphere leading to a warmer average surface temperature. Calculations on the magnitude of this increased temperature are not available but probably it would be on the order of .2° to .3° F.

Secondly, water vapor would react so as to destroy some fraction of the ozone that is resident in this part of the atmosphere. The practical consequences of such a destruction could be that the shielding capacity of the atmosphere to penetrating and potentially highly dangerous ultraviolet radiation is decreased. As in the case of surface temperature, we do not have adequate knowledge on which to make secure judgments as to the practical significance of the effect of water on the ozone. Finally, the increased water content coupled with the natural increase could lead in a few years to a sun shielding cloud cover with serious consequences on climate.

"Clearly the effects of supersonics on the atmosphere are of importance to the whole world. Any attempt to predict those effects is necessarily highly speculative at this time. The effects should be thoroughly understood before *any country* proceeds with a massive introduction of supersonic transports."

It makes no sense at all to go ahead with the SST program until we have some way of knowing what its long-range environmental impact will be. We cannot ignore warnings such as that offered by Mr. Train and hope to preserve the environment.

*C. The Department of Transportation has not complied with the Requirements of the Environmental Policy Act*

The Environmental Policy Act of 1969 requires that all agencies of the Federal government include in every recommendation or report on proposals for legislation and other major federal actions significantly affecting the quality of the human environment, a detailed statement by the responsible official on—

- (i) the environmental impact of the proposed action;
- (ii) any adverse environmental effects which cannot be avoided should the proposal be implemented;
- (iii) alternatives to the proposed action;
- (iv) the relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity; and
- (v) any irreversible and irretrievable commitments of resources which would be involved in the proposed action should it be implemented.

Additionally, the law provides that prior to making any detailed statement, the responsible Federal official shall consult with and obtain the comments of any Federal agency which has jurisdiction by law or special expertise with respect to any environmental impact involved.

It is inconceivable that the Congress could appropriate another cent, much less \$290 million, until the Environmental Policy Act is complied with. The Department of Transportation has had ample time to comply with the provisions of the Act, but has not supplied the information required. Their present plans are to submit their environmental statement "before the end of the calendar year," by which time we will have spent another \$290 million on a plane that can only contribute to further deterioration of our environment.

III. THE SST HAS BEGUN TO MOVE ALONG THE OVERRUN ROAD

The most important new fact is that the SST has experienced a \$76 million cost overrun over the last 6 months, \$57 million of which

portation Subcommittee, James Beggs, Undersecretary of the Department of Transportation, blamed the overrun on Congress and the Bureau of the Budget. His reasoning goes like this, and I quote from our hearings:

"The estimate we gave the committee last year was predicated on a schedule which was given to you at that time.

"Since that testimony was given, the program has slipped. It slipped because, as you know, there was some \$11 million taken out of the appropriation last year. This year the Bureau of the Budget cut the projected appropriation which we had for this year of \$315 million, back to \$290 million. The result of these two actions has been a slip in the program of about four months in the completion of the prototype phase.

"This has meant that necessarily, because we are incurring costs in this period, that those 4 months cost us money. It turns out they cost about \$76 million."

The lesson Mr. Beggs would seem to have us draw from the overrun is that Congress had better provide the entire appropriation request every time his department asks for it, or we will end up paying more for the prototype airplanes. He would have us believe that overruns are not the responsibility of the contractor or the Department of Transportation, but of the Congress and of the Bureau of the Budget.

Needless to say Mr. Beggs' reasoning overlooks the recent history of overruns in military weapons systems procurement in which Congressional scrutiny and restraint provides virtually the only hedge against cost growth.

This overrun can only be the first example of the results of technical difficulties encountered by the contractor. That it has experienced trouble is indicated by the action of the Department of Transportation in relaxing a number of contract requirements that the Boeing Company has been unable to meet in the original performance specifications of the contract within the cost targets set in the production schedule. Technical problems in development programs such as the SST result in some combination of time stretchouts degraded performance characteristics and increased costs.

Until now the DOT has chosen to degrade performance characteristics and the primary means of dealing with technical problems. But they cannot realistically degrade the performance of the SST much more without losing what little credibility remains for their aircraft. Since there is no margin left in performance standards and since stretchouts in the program inevitably cut into the projected market future technical problems are likely to cost still more cash.

It is reasonable to expect that this year's overrun is only the first of many which will plague the prototype program should it proceed. It was stated in the subcommittee hearings that \$60 million in additional overruns were avoided only by a substantial cut in Boeing's overhead. The cost pressures on the development program are clearly mounting and Mr. Beggs was unable to give any assurance that there will not be further overruns.

#### IV. THE SUPERSONIC TRANSPORT PLANE NOW ENVISIONED INVOLVES MUCH GREATER RISKS AND EXPENDITURES FOR THE GOVERNMENT

The original contract for the supersonic transport provided performance requirements which, if met, might have produced a plane with some chance for financial success. It was on the basis of this program was originally approved and funded by the Congress.

However, as the development program has progressed and design difficulties have been encountered, performance requirements for the SST have been successively downgraded to the point that the plane now planned for production has virtually no chance for satisfactory commercial operation.

The Department of Transportation has consistently accommodated Boeing's failure to meet technical specifications for the SST by modifying the original contract. The prototypes now planned are inferior in many important respects from the production aircraft first planned, but the Department of Transportation continues to use the original contract provisions in making its optimistic market predictions. In the table which follows, column 1 lists the performance requirements specified in the original contract; column 2 lists the performance expectations of the prototype aircraft:

Characteristics	Original contract (1)	Prototype (2)
Takeoff field length (feet).....	6,800+700	10,300
Landing field length (feet).....	6,200+600	8,250
Approach speed (knots).....	135	158
Lift-off speed (knots).....	162	197
Airport noise (PNdB)*.....	116	122-129
Takeoff noise (PNdB).....	93	110
Approach noise (PNdB).....	109	112

\*PNdB—Perceived noise decibels.

The greatly extended takeoff field length means that very few airports, either in the United States or abroad, will be able to accommodate the SST, and its economic utility will be greatly diminished. If it is allowed to fly, the SST will require new huge, expensive airports even more remote from communities than those being built today. The federal government will foot a large part of the multi-billion dollar bill for the larger airports.

Most aircraft accidents take place on takeoff and landing. The faster takeoff and landing speeds of the present SST configuration significantly increase the risk of a crash. The increased risk of a crash on takeoff and landing, along with the great number of unknowns about supersonic passenger flight generally, combine to make the SST even less attractive as a commercial venture.

The tremendous racket created by the SST engines further compromises the financial prospects of the plane. Unless the United States decides to throw its recently established airport noise standards out the window, the SST will not be able to operate from our airports, thereby eliminating any possibility that the plane could operate at all. Alternatively, if the FAA does renege on its current noise standards, local airports will bar the plane on an individual basis rather than be subjected to its enormous racket. In any case, the airport noise caused by the plane will force it to operate from fields located at a considerable distance from the urban areas the plane is to serve, thereby reducing the time saving which is the SST's sole reason for being.

The prototype plane as it is now envisioned, with its noisy engines, long runway requirements, and design shortcomings, is not the kind of aircraft which will attract private financing. Certainly, it should not attract government financing, either.

Dr. Garwin told our committee he thought "the contract should have been terminated for default before April 15, 1969."

"The development contract by Boeing on the basis of the swing-wing design and requiring the prototype to be very close to the actual production version as well as to have outstanding takeoff and landing characteristics, has been successively modified to the point at which it is problematical whether the SST will fit on existing airfields, and to a point at which the airport noise is far beyond the maximum considered acceptable for jet aircraft now."

The Department of Transportation has always insisted that government participation in the funding of the SST development program will terminate upon completion of the prototype phase, but they have not produced a single shred of evidence that private financing will be available for the certification and production phases of the program.

The assumption that production of the original aircraft envisioned in the SST contract could be financed with private capital was excessively hopeful. The assumption that the plane now planned can attract private capital is nothing short of preposterous. That the Department of Transportation continues to insist that phases IV and V of the development program will be privately financed is evidence of excessive and misplaced optimism in presenting the SST to the Congress.

Even the Boeing Company is concerned that it may not be able to obtain production money. H. W. Withington, Boeing Vice President and Manager of its SST division, confirmed Boeing's post prototype financial dilemma in his April 29 press conference. According to the *National Journal* for May 2, he is reported to have said:

"But the hard fact is that we've got to pick up \$1.5 to \$2 billion dollars somewhere to move into the production phase. Since Boeing's net worth is only about \$800 million it is doubtful we could raise that amount by ourselves. I don't rule it out, but under the current situation, it's hard to see how we can get that kind of money up."

Withington said that the financial position of the airlines will be a major factor in financing the production of the SST's. "If they don't get out of the financial bind they are in now," he said, "there is no sense worrying about this program because they won't be able to buy anything."

The Congress must be concerned, therefore, that the nearly \$700 million in Federal funds which has already been plowed into the SST program is merely the tip of a multi-million dollar iceberg. The Congress should be aware of possible costs now rather than waiting another 5 years and spending hundreds of millions of dollars. The Department of Transportation still has not required Boeing to fulfill its contractual obligations and provide a credible plan to show how the certification and production phase will be financed.

#### CONCLUSION

It is essential that the Congress act on the basis of the merits of the SST program as it exists at the present time, rather than on the basis of past support or opposition to the plane. It is important that the Congress this year take a new look at the SST with the understanding that the development we are being asked to fund is fundamentally different from the program which was originally proposed and has had congressional support in the past.

It is impossible to look at our nation today and not be deeply troubled by the disaffection of large numbers of our citizens from the



government. Millions of Americans today believe that their elected representatives are not listening to them. The SST is a classic case study of why they feel that way.

The Federal government has never before used its funds to develop a commercial plane. This is the first time. Should the taxpayers' money be used to develop and produce a plane aimed at "snob appeal."

That was the phrase used by Chairman Secor Browne of the Civil Aeronautics Board in testimony before our Appropriations Subcommittee. This dialogue appears on page 1149 of our hearings:

"Mr. BROWNE. So if you consider the Concorde as an all first-class airplane, it will not only appeal to the businessman but it will have a distinct snob appeal. Whether we approve of that or not, it is a real economic fact.

"Mr. YATES. Do you think the United States ought to spend \$4.5 billion to develop snob appeal in an SST?

"Mr. BROWNE. Because the ladies' garment trade is largely snob appeal, and you get your money back with a return on investment, and since I believe the \$4.5 billion will come home with all sorts of benefits which have been expounded to you many times in the way of return on investment, I say, yes, the same as cosmetics or ladies' garments.

"Mr. YATES. You do not find any distinction between ladies' garments and cosmetics and the SST paid for by the Government?

"Mr. BROWNE. We are not paying for it.

"Mr. YATES. We are paying for it in the first instance.

"Mr. BROWNE. I consider it a sound investment."

There is no popular support for the SST. Even the airlines are less than enthusiastic about buying it. Every opinion poll that has ever been taken on the issue indicates that the American people do not want their money spent on a plane that provides so little for so few. For every American who gains a few hours time on a flight to Europe or Asia there will be hundreds more who are disturbed by the racket caused by the SST engines.

The Department of Transportation asks us to accept this kind of unacceptable trade-off as the price of propping up the aerospace industry.

In a budget in which only \$106 million is requested for air pollution control \$80 million for mass transit and inadequate amounts for health research, hospital modernization, medical education, primary and secondary education, it is shocking that almost \$300 million is allocated for the SST this year. It must be remembered, too, that another \$225 million must be appropriated next year.

I ask the House to reject the appropriation for the SST and allow the government to get on with the business of serving all its citizens, not just the favored few who should use the plane.

The President has announced that the budget surpluses he had predicted earlier this year for this fiscal year and the next have evaporated and that there will be deficits instead. Ask yourselves: does the SST, at a cost of half a billion dollars over the next two years, deserve top priority at this time?

SIDNEY R. YATES,  
FRANK E. EVANS,  
DAVID PRYOR,  
DAVID R. OBEY,  
JOSEPH P. ADDABBO,  
DONALD W. RIEGLE, JR.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1970 AND THE BUDGET  
ESTIMATES FOR 1971**

**PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—FEDERAL FUNDS**

[Becomes available automatically under earlier, or "permanent" law without further, or annual, action by the Congress. Thus, these amounts are *not* included in the accompanying bill]

Agency and item (1)	New budget (obligational) authority, 1970 (2)	Budget estimate of new (obligational) authority, 1971 (3)	Increase (+) or decrease (—) (4)
<i>Federal Aviation Administration: Grants-in-aid for airports</i> -----	<sup>1</sup> (\$30, 000, 000)	-----	(—\$30, 000, 000)
<b>Federal Highway Administration:</b>			
State and community highway safety (contract authorization)-----	100, 000, 000	-----	—100, 000, 000
Forest highways (contract authorization)-----	33, 000, 000	-----	—33, 000, 000
Public lands highways (contract authorization)-----	16, 000, 000	-----	—16, 000, 000
<b>Urban Mass Transportation Administration:</b>			
<i>Urban mass transportation fund</i> -----	<sup>1</sup> (175, 000, 000)	<sup>1</sup> (\$14, 000, 000)	(+39, 000, 000)
<b>Total, permanent new budget (obligational) authority, Federal funds</b> -----	149, 000, 000	-----	—149, 000, 000

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**PERMANENT NEW BUDGET (OBLIGATIONAL) AUTHORITY—TRUST FUNDS**

Coast Guard: General gift fund (indefinite).....	\$30, 000	\$25, 000	—\$5, 000
Federal Highway Administration:			
Federal-aid highways (contract authorization).....	5, 475, 000, 000	4, 050, 000, 000	—1, 425, 000, 000
Right-of-way revolving fund (contract authorization).....	100, 000, 000	100, 000, 000	-----
International trust funds (indefinite).....	3, 000, 000	4, 500, 000	+ 1, 500, 000
Miscellaneous trust funds (indefinite).....	490, 000	500, 000	+ 10, 000
Total, permanent new budget (obligational) authority, trust funds..	5, 578, 520, 000	4, 155, 025, 000	—1, 423, 495, 000

<sup>1</sup> New budget (obligational) authority becoming available under prior appropriation acts, excluded from totals.

NOTE.—Amounts as estimated and shown in the February 1970, Budget document. Some items are indefinite in amount, and thus are subject to later reestimation.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1970 AND THE BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1971**

[Note.—All amounts are in the form of "appropriations" unless otherwise indicated.]

Agency and item  (1)	New budget (obligational) authority, fiscal year 1970 (enacted to date)  (2)	Budget estimates of new (obligational) authority, fiscal year 1971  (3)	New budget (obligational) authority recommended in the bill  (4)	Bill compared with—	
				New budget (obligational) authority, fiscal year 1970 (enacted to date)  (5)	Budget estimates of new (obligational) authority, fiscal year 1971  (6)
<b>TITLE I</b>					
<b>DEPARTMENT OF TRANSPORTATION</b>					
<b>OFFICE OF THE SECRETARY</b>					
Salaries and expenses-----	\$11, 600, 000	<sup>1</sup> \$19, 510, 000	\$17, 230, 000	+\$5, 630, 000	-\$2, 280, 000
Transportation planning, research, and development-----	11, 000, 000	22, 000, 000	14, 500, 000	+3, 500, 000	-7, 500, 000
Grants-in-aid for natural gas pipeline safety-----		1, 000, 000			-1, 000, 000
Consolidation of departmental headquarters-----	4, 520, 000	<sup>2</sup> 4, 845, 000	4, 845, 000	+325, 000	-----
Civil supersonic aircraft development-----	85, 000, 000	289, 965, 000	289, 965, 000	+204, 965, 000	-----
<b>Total, Office of the Secretary-----</b>	<b>112, 120, 000</b>	<b>337, 320, 000</b>	<b>326, 540, 000</b>	<b>+214, 420, 000</b>	<b>-10, 780, 000</b>

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<b>COAST GUARD</b>					
Operating expenses.....	387, 000, 000	426, 740, 000	423, 500, 000	+36, 500, 000	-3, 240, 000
Appropriation for debt reduction.....	-131, 370	-137, 063	-137, 063	-5, 693	-----
Subtotal, Operating expenses.....	386, 868, 630	426, 602, 937	423, 362, 937	+36, 494, 307	-3, 240, 000
Acquisition, construction and improvements.....	67, 700, 000	100, 000, 000	90, 000, 000	+22, 300, 000	-10, 000, 000
Retired pay.....	57, 750, 000	64, 530, 000	64, 530, 000	+6, 780, 000	-----
Reserve training.....	25, 900, 000	10, 000, 000	17, 500, 000	-8, 400, 000	+7, 500, 000
Research, development test, and evaluation.....	14, 500, 000	24, 000, 000	19, 500, 000	+5, 000, 000	-4, 500, 000
Total, Coast Guard.....	552, 718, 630	625, 132, 937	614, 892, 937	+62, 174, 307	-10, 240, 000
<b>FEDERAL AVIATION ADMINISTRATION</b>					
Operations.....	767, 000, 000	923, 885, 000	923, 885, 000	+156, 885, 000	-----
Facilities and equipment.....	224, 000, 000	190, 000, 000	190, 000, 000	-34, 000, 000	-----
Research and development.....	41, 000, 000	47, 500, 000	45, 000, 000	+4, 000, 000	-2, 500, 000
Operation and maintenance, National Capital Airports.....	9, 650, 000	10, 600, 000	10, 500, 000	+850, 000	-100, 000
Construction, National Capital Airports.....	1, 900, 000	11, 000, 000	4, 000, 000	+2, 100, 000	-7, 000, 000
Grants-in-aid for airports.....	50, 000, 000	-----	( <sup>3</sup> )	-50, 000, 000	-----
Total, Federal Aviation Administration.....	1, 093, 550, 000	1, 182, 985, 000	1, 173, 385, 000	+79, 835, 000	-9, 600, 000

See footnotes at end of table p. 43.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1970 AND THE BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1971—Continued**

[Note.—All amounts are in the form of "appropriations" unless otherwise indicated.]

Agency and item  (1)	New budget (obligational) authority, fiscal year 1970 (enacted to date)  (2)	Budget estimates of new (obligational) authority, fiscal year 1971  (3)	New budget (obligational) authority recommended in the bill  (4)	Bill compared with—	
				New budget (obligational) authority, fiscal year 1970 (enacted to date)  (5)	Budget estimates of new (obligational) authority, fiscal year 1971  (6)
<b>TITLE I—Continued</b>					
<b>DEPARTMENT OF TRANSPORTATION—Continued</b>					
<b>FEDERAL HIGHWAY ADMINISTRATION</b>					
Office of the Administrator, salaries and expenses:					
Appropriation-----	\$1, 650, 000	<sup>4</sup> \$525, 000	\$500, 000	— \$1, 150, 000	— \$25, 000
Trust fund limitation-----	(12, 627, 000)	(14, 956, 000)	(14, 721, 000)	(+ 2, 094, 000)	(— 235, 000)
<b>Bureau of Public Roads. Limitation on general expenses-----</b>	<b>(59, 121, 000)</b>	<b><sup>5</sup> (77, 913, 000)</b>	<b><sup>5</sup> (68, 488, 000)</b>	<b>(+ 9, 367, 000)</b>	<b>(— 9, 425, 000)</b>
Federal-aid highways (trust fund—appropriation to liquidate contract authorization)-----	(4, 419, 279, 000)	(4, 360, 000, 000)	(4, 350, 340, 000)	(— 68, 939, 000)	(— 9, 660, 000)
Right-of-way revolving fund (trust fund—appropriation to liquidate contract authorization)-----	(40, 000, 000)	(35, 000, 000)	(35, 000, 000)	(— 5, 000, 000)	-----

<b>Highway beautification:</b>					
Appropriation-----	1, 100, 000	800, 000	500, 000	- 600, 000	- 300, 000
Appropriation to liquidate contract authorization-----	(5, 000, 000)	(20, 000, 000)	(16, 500, 000)	(+ 11, 500, 000)	(- 3, 500, 000)
Limitation on obligations-----	(16, 100, 000)	* (9, 352, 000)	(5, 500, 000)	(- 10, 600, 000)	(- 3, 852, 000)
Motor carrier safety-----	2, 300, 000	4, 118, 000	3, 443, 000	+ 1, 143, 000	- 675, 000
<b>Forest highways:</b>					
Appropriation to liquidate contract authorization-----	(25, 000, 000)	(20, 000, 000)	(15, 000, 000)	(- 10, 000, 000)	(- 5, 000, 000)
Limitation on obligations-----	(18, 000, 000)	* (33, 000, 000)	(22, 500, 000)	(+ 4, 500, 000)	(- 10, 500, 000)
<b>Public lands highways:</b>					
Appropriation to liquidate contract authorization-----	(7, 000, 00)	(15, 000, 000)	(13, 000, 000)	(+ 6, 000, 000)	(- 2, 000, 000)
Limitation on obligations-----	(8, 000, 000)	* (16, 000, 000)	(10, 000, 000)	(+ 2, 000, 000)	(- 6, 000, 000)
Chamizal memorial highway-----	4, 000, 000	-----	-----	- 4, 000, 000	-----
Total, Federal Highway Administration-----	9, 050, 000	5, 443, 000	4, 443, 000	- 4, 607, 000	- 1, 000, 000

See footnotes at end of table p. 43.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1970 AND THE BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1971—Continued**

[Note.—All amounts are in the form of "appropriations" unless otherwise indicated.]

Agency and item	New budget (obligational) authority, fiscal year 1970 (enacted to date)	Budget estimates of new (obligational) authority, fiscal year 1971	New budget (obligational) authority recommended in the bill	Bill compared with—	
				New budget (obligational) authority, fiscal year 1970 (enacted to date)	Budget estimates of new (obligational) authority, fiscal year 1971
(1)	(2)	(3)	(4)	(5)	(6)
<b>TITLE I—Continued</b>					
<b>DEPARTMENT OF TRANSPORTATION—Continued</b>					
<b>NATIONAL HIGHWAY SAFETY BUREAU</b>					
<b>Traffic and highway safety:</b>					
Appropriation.....	\$29, 550, 000	<sup>7</sup> \$53, 075, 000	\$40, 435, 000	+ \$10, 885, 000	— \$12, 640, 000
By transfer.....	(2, 050, 000)	(2, 611, 000)	(2, 611, 000)	(+ 561, 000)	-----
<b>State and community highway safety:</b>					
Appropriation to liquidate contract authorization.....	(30, 000, 000)	(61, 000, 000)	(51, 000, 000)	(+ 21, 000, 000)	(— 10, 000, 000)
Limitation on obligations.....	(70, 000, 000)	<sup>8</sup> (80, 000, 000)	(70, 000, 000)	-----	(— 10, 000, 000)
<b>Total, National Highway Safety Bureau.....</b>	<b>29, 550, 000</b>	<b>53, 075, 000</b>	<b>40, 435, 000</b>	<b>+ 10, 885, 000</b>	<b>— 12, 640, 000</b>



<b>FEDERAL RAILROAD ADMINISTRATION</b>					
Office of the Administrator, salaries and expenses-----	1, 050, 000	1, 600, 000	1, 395, 000	+ 345, 000	-205, 000
Bureau of Railroad Safety-----	4, 050, 000	4, 550, 000	4, 500, 000	+ 450, 000	- 50, 000
High-speed ground transportation research and development-----	11, 000, 000	<sup>s</sup> (21, 688, 000)		-11, 000, 000	
Railroad research-----	300, 000	1, 500, 000	900, 000	+ 600, 000	-600, 000
Total, Federal Railroad Administration-----	16, 400, 000	7, 650, 000	6, 795, 000	-9, 605, 000	-855, 000
<b>URBAN MASS TRANSPORTATION ADMINISTRATION</b>					
Salaries and expenses-----	1, 500, 000	4, 000, 000	3, 200, 000	+ 1, 700, 000	-800, 000
Urban mass transportation fund-----	<sup>9</sup> 214, 000, 000		( <sup>10</sup> )	-214, 000, 000	
Total, Urban Mass Transportation Administration-----	215, 500, 000	4, 000, 000	3, 200, 000	-212, 300, 000	-800, 000
<b>ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION</b>					
Limitation on administrative expenses-----	(600, 000)	(700, 000)	(700, 000)	(+ 100, 000)	
Total, title I, Department of Transportation-----	2, 028, 888, 630	2, 215, 605, 937	2, 169, 690, 937	+ 140, 802, 307	-45, 915, 000

See footnotes at end of table p. 43.

**COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR 1970 AND THE BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR 1971—Continued**

[Note.—All amounts are in the form of "appropriations" unless otherwise indicated.]

Agency and item  (1)	New budget (obligational) authority, fiscal year 1970 (enacted to date)  (2)	Budget estimates of new (obligational) authority, fiscal year 1971  (3)	New budget (obligational) authority recommended in the bill  (4)	Bill compared with—	
				New budget (obligational) authority, fiscal year 1970 (enacted to date)  (5)	Budget estimates of new (obligational) authority, fiscal year 1971  (6)
<b>TITLE II</b>					
<b>RELATED AGENCIES</b>					
<b>NATIONAL TRANSPORTATION SAFETY BOARD</b>					
Salaries and expenses.....	\$5, 050, 000	\$6, 120, 000	\$6, 000, 000	+\$950, 000	-\$120, 000
<b>CIVIL AERONAUTICS BOARD</b>					
Salaries and expenses.....	10, 200, 000	11, 134, 000	11, 134, 000	+ 934, 000	-----
Payments to air carriers.....	33, 500, 000	27, 327, 000	27, 327, 000	- 6, 173, 000	-----
Total, Civil Aeronautics Board.....	43, 700, 000	38, 461, 000	38, 461, 000	- 5, 239, 000	-----
<b>INTERSTATE COMMERCE COMMISSION</b>					
Salaries and expenses.....	25, 127, 000	25, 600, 000	27, 000, 000	+ 1, 873, 000	+ 1, 400, 000

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY					
Federal contribution-----	43, 173, 000	<sup>11</sup> 368, 039, 000	<sup>12</sup> 330, 028, 000	+286, 855, 000	-38, 011, 000
Total, title II, related agencies-----	117, 050, 000	438, 220, 000	401, 489, 000	+284, 439, 000	-36, 731, 000
Total, titles I and II, new budget (obligational) authority-----	2, 145, 938, 630	2, 653, 825, 937	2, 571, 179, 937	+425, 241, 307	-82, 646, 000
Consisting of--					
Appropriations:					
Fiscal year 1970-----	(1, 931, 938, 630)			(-1, 931, 938, 630)	
Fiscal year 1971-----	(214, 000, 000)	(2, 465, 814, 937)	(2, 421, 179, 937)	(+2, 207, 179, 937)	(-44, 635, 000)
Fiscal year 1972-----		(188, 011, 000)	(150, 000, 000)	(+150, 000, 000)	(-38, 011, 000)
Memoranda:					
Appropriations to liquidate contract authorizations-----	(4, 526, 279, 000)	(4, 511, 000, 000)	(4, 480, 840, 000)	(-45, 439, 000)	(-30, 160, 000)
Appropriations for debt reduction-----	(131, 370)	(137, 063)	(137, 063)	(+5, 693)	
Grand total-----	(6, 672, 349, 000)	(7, 164, 963, 000)	(7, 052, 157, 000)	(+379, 808, 000)	(-112, 806, 000)

<sup>1</sup> Reflects a decrease of \$610,000 submitted in H. Doc. 91-333.<sup>2</sup> Includes \$595,000 contained in H. Doc. 91-333.<sup>3</sup> Limitation on obligations of \$220,000,000 is recommended.<sup>4</sup> Reflects a decrease of \$2,225,000 which was considered under "Traffic and Highway Safety."<sup>5</sup> Includes \$289,000 by transfer from "State and Community Highway Safety."<sup>6</sup> No limitation proposed.<sup>7</sup> Includes \$2,225,000 transferred from "Office of the Administrator, salaries and expenses."<sup>8</sup> Amount not considered due to lack of legislative authorization.<sup>9</sup> Advance funding for fiscal year 1971.<sup>10</sup> Limitation on obligations of \$214,000,000 is recommended.<sup>11</sup> Includes \$188,011,000 advance appropriation requested for fiscal year 1972.<sup>12</sup> Includes \$150,000,000 advance appropriation for fiscal year 1972.

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